

MEMORANDUM

February 7, 2020

TO: MEMBERS, PORT COMMISSION
Hon. Kimberly Brandon, President
Hon. Willie Adams, Vice President
Hon. Gail Gilman
Hon. Victor Makras
Hon. Doreen Woo Ho

FROM: Elaine Forbes
Executive Director

SUBJECT: Update on San Francisco Municipal Transportation Agency's Vision Zero safety projects and plans along The Embarcadero and the longer-term Embarcadero Enhancement Project.

DIRECTOR'S RECOMMENDATION: Informational Only; No Action Required

EXECUTIVE SUMMARY

The San Francisco Municipal Transportation Agency (SFMTA) is the lead agency for The Embarcadero Enhancement Project (the "Project"), a transportation and streetscape project that strives to improve safety, mobility, and accessibility for all modes along the heavily used Embarcadero corridor. SFMTA staff provided a project status update to the Port Commission on August 14, and November 13, 2018, where the Port Commission made requests regarding near-term actions that could be implemented to improve safety, while the longer-term Embarcadero Enhancement Project advances.

In coordination with Port staff, the SFMTA has completed a series of low-cost safety upgrades throughout the corridor since 2016, including recent changes to the Battery/Sansome and Chestnut/Lombard intersections in summer 2019. Since 2014, Port and SFMTA staff also have engaged extensively with Port tenants, advisory committees, neighborhood and merchant groups, stakeholders and members of the public to consider and prioritize future safety investments and changes to roadway layout, circulation, curb uses, and the design of the shared use promenade.

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Informed by these past efforts, and in coordination with Port staff, the SFMTA plans to install additional safety measures to The Embarcadero in 2020, as part of its Vision Zero Quick-Build initiative, a program to accelerate safety improvements on high-injury corridors. Current proposals are to add protected bikeway and pedestrian safety measures in two locations (from Mission to Harrison streets near the Downtown Ferry Terminal, and at Bay Street near Pier 35), and to make ongoing engineering adjustments and targeted enforcement actions at key safety ‘hot spots’ along the corridor. This staff report describes these efforts and provides a status update for the longer-term Embarcadero Enhancement Project.

PORT’S STRATEGIC PLAN OBJECTIVE

This project supports the goals of the Port’s Strategic Plan as follows:

Evolution:

Coordinate with the San Francisco Municipal Transportation Agency (SFMTA) to improve access to the waterfront and transportation service to Port facilities. Work with SFMTA to make The Embarcadero safer through interim and long-term improvements

- i. In 2019, install signage and striping in ‘hot-spot’ locations, expanded passenger loading zones, and Battery and Sansome bicycle connections
- ii. Release the Embarcadero Enhancement long-term concept design in 2019, and preliminary engineering in 2020

Engagement:

- 1) Strengthen public understanding and support of Port responsibilities and projects through community engagement and participation at many levels.
- 2) Partner with City departments and government agencies, Port tenants, and stakeholders to educate and promote waterfront projects

PROJECT DESCRIPTION

Vision Zero (<https://www.visionzerosf.org/>) is the City’s program to eliminate traffic deaths in San Francisco. It entails engineering improvements to our street system, education, enforcement, and evaluation of those improvements.

The majority of The Embarcadero is on the City’s Vision Zero High Injury Network, which accounts for the vast majority of severe injuries and traffic fatalities. On The Embarcadero, there has been an upward trend of reported injury collisions as growth in nearby housing and jobs has increased, as well as an increase in visitors to the Port.

Congestion along the Embarcadero has also increased due to the increase in pedestrians, various new electric transportation devices and an increase in bicycles. Due to these factors, and informed by years of public outreach and feedback from advisory committees, neighborhood groups, Port tenants, other stakeholders and members of the public, the SFMTA implemented several “Complete Street” enhancements and other operational changes to improve safety for all users of The Embarcadero.

At the November 2018 Port Commission meeting (<https://sfport.com/file/35694>) the SFMTA provided an update on the Embarcadero Enhancement Project outlining a framework and timeline for moving the plan forward and plans for a number of the near-term safety projects (discussed below). A description of the long-term Enhancement Project is provided in a later section of this report.

Sansome and Battery Connections

A recently completed SFMTA safety project is the Sansome and Battery Connections Project, completed in July 2019, which improves conditions for people walking and bicycling between The Embarcadero and the Financial District. The project – supported with discretionary funding from the District 3 supervisor’s office administered through the San Francisco County Transportation Authority (SFCTA) – included:

- upgrades to pedestrian crossings and new southbound bike lanes along Sansome, Battery, Vallejo, and Davis streets from The Embarcadero to Jackson Street.
- Changes included short segments of protected bike lane and ‘road diet’ on Battery and Sansome streets to support connections on/off The Embarcadero;
- new Embarcadero southbound vehicle turn restrictions,
- a new Embarcadero southbound bike signal/head start, and
- a new marked crosswalk with ‘painted safety zone’ along The Embarcadero at the Chestnut/Sansome intersection.

Additional project information is available at <https://www.sfmta.com/sansomebattery>

Vision Zero “Quick-Build” Safety Initiative

The SFMTA’s Vision Zero Quick-Build initiative is an effort to fast track the implementation of pedestrian and bicycle safety improvements on the Vision Zero High Injury Network. The initiative was developed in response to a recent spike in traffic-related fatalities and serious injuries, and Mayor London Breed’s May 2019 challenge to the SFMTA to implement 20 additional miles of protected bike lanes by 2021. Through this initiative, SFMTA is committed to delivering a minimum of 15 quick-build projects through 2020, while also working on comprehensive longer-term street changes.

Quick-build projects are reversible, adjustable traffic safety improvements that can be installed relatively quickly and are intended to be evaluated and reviewed within the initial 24 months of construction. More information on the SFMTA’s Quick-Build Program is available at <https://www.sfmta.com/vision-zero-quick-build-projects>

Embarcadero 2020 Quick-Build Safety Proposals

The SFMTA is recommending additional low-cost, but substantial, safety improvements at two locations along The Embarcadero for its 2020 Quick-Build initiative. These locations were selected based on the feasibility to implement safety improvements quickly and in support of previous or planned changes along the corridor and on connecting city streets.

Mission to Folsom Street Protected Bikeway and Pedestrian Safety Measures

One of the SFMTA's Quick-Build projects slated for 2020 implementation is on Howard Street, a High-Injury Network corridor where a travel lane reduction, westbound protected bikeway, and other safety improvements will be extended from 3rd Street to The Embarcadero. On the adjacent Folsom Street corridor, protected bike lanes (one in each direction) and wider sidewalks are currently under construction between 2nd Street and The Embarcadero as part of a previously approved Transbay streetscape project.

To link these upcoming protected bikeway facilities in SOMA to the newly expanded Downtown San Francisco Ferry Terminal, and to reduce pedestrian conflicts along the shared use Embarcadero Promenade and at key intersections, the SFMTA has proposed to install a two-way, waterside, on-street protected bikeway between Mission and Folsom streets using roadway striping, signage, and existing traffic signals (see Attachment A). New bikeway signals and/or STOP control will be included to prioritize safe pedestrian crossings of the protected bikeway. New roadway paving is proposed to ensure a smoother, safer ride for everyone, and No Right Turn on Red restrictions at intersections will help improve pedestrian safety and comfort.

Changes to this two-block segment of The Embarcadero are achievable by repurposing one block of a northbound travel lane (Mission to Howard) and one block of general metered parking (24 spaces between Howard and Folsom, adjacent to Rincon Park), with minimal traffic or construction impacts.

These improvements will enable a connected network of protected bike facilities between the growing SOMA neighborhood and the recently expanded Downtown Ferry Terminal, providing a 'last mile' connection to regional maritime transit. The travel lane reduction and new bicycle facility design will also provide an opportunity to preview and gain feedback on potential longer-term design changes contemplated by the Embarcadero Enhancement Project.

Implementation of these safety fixes is expected to occur in late spring/early summer of 2020 in conjunction with the Howard Street Quick-Build project and completion of the Folsom Transbay Streetscape and Downtown Ferry Terminal Expansion projects. The project would be installed using discretionary SFMTA funds and evaluated after completion for its effect on safety, usage, traffic impacts, and other measures consistent with other quick-build projects.

In addition, Port has requested changes to the block immediately south between Folsom and Harrison Streets, in the northbound direction. The Port has received numerous complaints regarding valet use occupying the northbound bike lane, which forces cyclists to move into the vehicle lanes. At the Port Director's request, SFMTA is currently exploring options to extend the waterside, on-street protected bikeway one additional block with further engineering analysis is underway to determine if this can become part of this project. Results of this analysis should be available in about one month. If SFMTA approves this extension, the SFMTA's intention is complete this work on the same timeline as the Mission to Folsom Quick Build project.

Northbound Embarcadero, Bay to North Point Streets at Pier 35

Along the block of northbound Embarcadero between Bay and North Point Streets there is an unusually wide parking lane in front of the Pier 35 cruise terminal that becomes a double-wide drop-off zone (e.g., tour buses and delivery vans) for cruise ships, which in 2020 the Port expects to have a cruise ship in berth at Pier 35 on about 20 days.

To reduce modal conflicts on all other days along this block the SFMTA proposes to move the bike lane adjacent to the curb and move the loading functions closer to the vehicle travel lanes island. On cruise days the bicycle lane would revert to a shared space in the right-hand vehicle lane. Other changes will reposition loading spaces to improve crosswalk visibility at the Bay Street intersection.

These changes would not affect the existing two northbound Embarcadero vehicle travel lanes or driveway access into/out of Pier 35. The project would affect eight (8) existing metered parking spaces: six that would be converted to loading for some portion of the day and two that would be removed to increase intersection visibility. Construction could occur as early as summer 2020, pending additional design and availability of the SFMTA shops.

Targeted 'Operational' Safety & Education / Enforcement Efforts

In addition to the Quick-Build efforts, SFMTA continues to deliver smaller 'operational' improvements to address immediate safety issues and the long timeframe required for environmental review, design and implementation of the larger Embarcadero Enhancement Project. Recently completed and potential upcoming improvements include:

Crosswalk and Signal Timing Enhancements

The SFMTA is working to ensure high-visibility markings are installed on all Embarcadero crosswalks. After upgrading several locations in 2019, only a few locations remain to be completed in early 2020, including Stockton Street and the midblock crossing at Pier 23. SFMTA engineering staff are also reviewing potential opportunities for new pedestrian 'head starts' and other signal timing changes to improve pedestrian safety and comfort.

Loading Zone and Bikeway Conflict 'Hot Spot' Upgrades

A primary factor contributing to reduced safety and comfort for people driving and bicycling is the heavy demand for drop-off and pick-up activities from Transportation Network Companies (TNC's), i.e. Uber and Lyft. When coupled with a lack of formal loading areas, this demand leads stopping in and blocking the bike lane and/or vehicle travel lane.

Based on a review of collisions, citizen complaints (including Twitter and 311) and other available data, Port and SFMTA staff are working to add, expand or otherwise improve TNC passenger loading areas where appropriate (including at Alcatraz Landing, the

Exploratorium, and several other locations). Staff will also continue to investigate opportunities, though they are limited, to physically protect existing curbside bike lanes (through installation of flexible bollards) where they are frequently violated by loading activity.

See also efforts to coordinate with TNC companies on discouraging loading activity in these areas (below). Planning for the TNC and passenger designated loading zones will be coordinated with locations to accommodate truck and goods movement and loading.

Education & Enforcement Coordination

SFMTA has reviewed and summarized collision, citizen complaint, and existing enforcement data to inform the development of targeted education and enforcement efforts along The Embarcadero. The goals of this effort are:

- to focus limited enforcement resources on the types of infractions and locations that will have the largest benefits to safety
- to reinforce compliance with existing traffic laws and new restrictions, and
- to promote better, safer behaviors in conjunction with engineering changes

SFMTA's draft analysis largely reinforces previously known issues, such as that vehicle speeding remains the top collision factor along the corridor, people bicycling are most at risk of serious injury in collisions, and most loading/bike lane conflicts are concentrated in a handful of key locations. Port staff also has shared anecdotal information and public feedback on safety and pedestrian comfort concerns associated with excessive speed of bicycles and motorized devices on the Embarcadero Promenade, and pedestrian street crossing hazards created by cyclists that do not stop at red lights.

Based on data analysis and ongoing discussions, SFMTA staff have developed several potential recommendations to pursue including:

- **Develop public information on rules for safe access and use of The Embarcadero and Promenade and enforcement procedures.**
- **Develop education and public communications for new projects, with expanded enforcement as needed to accelerate understanding of new changes/restrictions, and leverage media attention for broader messaging.** Providing enforcement 'for a limited period in connection with project implementation to leverage media attention and reinforce messaging to the broader public.
- **Consider periodic or seasonal enforcement efforts.** While there are funding and logistical issues with expanded enforcement on a regular basis, consider periodic or seasonal enforcement campaigns to target problem areas and behaviors. This could include strategic redeployment of PCO resources and/or coordination with the SF Police Department Traffic Company to provide targeted enforcement of moving violations.
- **Better utilize existing Vision Zero resources.** Better leverage and promote existing San Francisco Vision Zero campaign resources and materials, such as 'safe speed' banner designs and brochures.

- **Pursue TNC geo-fencing¹ at load zone / bike lane ‘hot spots.’** Directly engage with TNC’s (i.e. Uber and Lyft) to explore ‘geo-fencing’ to direct customers and drivers to identified drop-off/pick-up locations and other methods to reduce the impacts of passenger loading on bike lane accessibility, traffic congestion and overall safety.

Port staff also is coordinating with these SFMTA education efforts to build public awareness of appropriate and safe use of the Promenade. Upon completion of the described Quick-Build projects public awareness efforts may include signage both on the Promenade pavement and traditional signage, posting on the project site website, scooter company websites, and community organization (e.g. San Francisco Bicycle Coalition, Walk SF) news bulletins, and handing out leaflets on the Promenade.

Embarcadero Enhancement Project

The Embarcadero Enhancement Project is the long-term proposal to improve safety, accessibility and comfort for all travelers between North Point Street near Pier 39 and Townsend Street at South Beach Park.

Changes that would result from the project include the construction of a physically protected, two-way water-side bikeway to reduce conflicts between modes and the removal of the third northbound vehicular travel lane near the Ferry Building as well as further north between Sansome Street and Pier 33 (approaching Bay Street).

Additionally, the project would enhance pedestrian crossings to meet current Americans with Disabilities (ADA) standards and provide shorter crossing distances where feasible through sidewalk widening along The Embarcadero and across multiple side-streets. A limited number of turn restrictions and traffic signal changes would be introduced to simplify intersections. The location of a streetcar stop at Broadway may be adjusted in conjunction with a pedestrian crosswalk closure to accommodate the bikeway design, and allocations of curb space (for loading, parking, tow-away zones, and other uses) would be revised to better reflect current and future demands. Lastly, wayfinding and changeable message signs could be provided at strategic locations to help support vehicular access to existing surface lots and parking garages and communicate real-time traffic delays or detours.

The concept planning phase, funded by the Metropolitan Transportation Commission (MTC), and federal planning grants (in addition to the SFMTA), and a Port work order was completed in early 2019. A more detailed 15% project design will be developed in 2020 where lane widths, truck and delivery loading areas, adjustments to curbs and driveway entrances, and other changes to the roadway and Promenade will be determined, and to inform updated project cost estimation. During this phase the Port will continue to coordinate with its tenants to ensure efficient use of Port maritime facilities and customer and delivery access to other industrial and commercial uses. The project’s current Project Approvals and Environmental Determination phase, which

¹ A geo-fence is a virtual perimeter for a real-world geographic area. Within the context of ride-hailing applications, a geo-fence can be set up to disallow passenger pick-ups and drop-offs in certain areas and/or nudge the user to predetermined locations to meet their drivers.

includes preliminary engineering and additional public outreach, will continue throughout 2020.

Another component of the Embarcadero Enhancement Project is the *Pier 39 / Fisherman's Wharf Complete Streets Study*, which seeks to evaluate changes that will improve safety, access, and efficiency for all users on and around The Embarcadero near Pier 39, and to better connect The Embarcadero from the Pier 35 area to Jefferson Street through Fisherman's Wharf. SFMTA with the Port will be undertaking work on this portion of the Study will be proceeding later in 2020 and involve outreach to the public and to Pier 39 and Fisherman's Wharf tenants.

For the Embarcadero Enhancement Project the SFMTA currently has \$875,000 of San Francisco County Transportation Authority Prop K sales tax revenue and other SFMTA funds to advance the project through the current Project Approvals and Environmental Determination phase, including CEQA review. SFMTA has initiated the CEQA review process, which is expected to come in the form of a CEQA categorical exemption, with historic and archeological technical studies included. In order to sufficiently inform the project description and confirm no major design or construction-related impacts, the project team is advancing the design with updated traffic data and preparing a traffic analysis, and defining an overall project phasing and construction plan - including review of potential additional quick-build opportunities.

Approximately \$2 million in local funds is currently programmed to complete the detailed design phase for a prioritized segment once environmental review is completed. The design and construction of the remaining segments of The Embarcadero is estimated to cost from \$30-\$50 million, pending further design, although funding is not yet identified for any of these construction efforts. Construction of the first major capital improvement phase is estimated to cost between \$12 to \$15 million.

Port Resiliency Program, Real Estate, and Land Use Plan Update Coordination

Although the Embarcadero Enhancement Project is a separate project, SFMTA is working closely with the Port to coordinate with the Waterfront Resilience Program. Staff have been coordinating regularly to share technical data, provide status updates, and maintain overall consistency of approach to the corridor. Additional coordination and sharing of technical information will continue into 2020, with the potential to influence how the Embarcadero Enhancement Project is phased.

Public Outreach and Engagement

SFMTA is conducting public outreach and engagement during this project phase to seek alternatives to the "traditional public meetings" in favor of online-based strategies and forums that provide opportunities for deepening the public's understanding of the complexity of the design proposal, and to continue 'one-on-one' briefings with directly affected stakeholders. Tactics/deliverables under this approach are expected to include project updates coordinated with the Port's quarterly newsletter, blog posts, a SPUR forum event specific to the project, and animated fly-through renderings/project videos of the project concept design that can engage many more members of the public than a physical meeting. SFMTA staff may use a more traditional public open house and/or staff "office hours" along the waterfront may still be utilized to present the refined

corridor design and finalize a project description/ initial phasing plan. SFMTA is working with the Port regarding the compatibility of the proposed Quick-Build design for the Pier 35 /Bay Street improvement, to ensure compatibility with cruise terminal and passenger operations of the Pier 35 cruise terminal.

Next Steps

Design and public outreach activities will be ongoing this year, with environmental clearance anticipated in fall 2020. A more detailed proposal for the project design and phasing is expected to be presented to the Port Commission in late summer 2020, prior to finalizing the environmental determination. The Port will also continue to work with SFMTA to ensure continued access and service to the Port's many maritime and non-maritime businesses, to develop a waterfront roadway that is visually attractive and efficient for the many ways that people choose to move along the waterfront, and that enhances recreation and enjoyment of Port facilities.

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